



JIM McDONNELL, SHERIFF

County of Los Angeles
Sheriff's Department Headquarters
4700 Ramona Boulevard
Monterey Park, California 91754-2169



April 28, 2015

The Honorable Board of Supervisors
County of Los Angeles
383 Kenneth Hahn Hall of Administration
Los Angeles, California 90012

Dear Supervisors:

**APPROPRIATION ADJUSTMENT TRANSFERRING FUNDING FROM PROVISIONAL
FINANCING USES TO THE LOS ANGELES COUNTY SHERIFF'S DEPARTMENT
AND DEPARTMENT OF MENTAL HEALTH
(ALL DISTRICTS) (3 VOTES)**

SUBJECT

The Los Angeles County (County) Sheriff's Department (Sheriff's Department) and Department of Mental Health (DMH) seek approval of Appropriation Adjustments transferring \$2,144,000 and \$768,000, respectively, in funding from Provisional Financing Uses (PFU) to the departments, and approval of an interim ordinance authority to begin implementation of needed reforms within the County jail system resulting from the negotiated court settlement in the cases of Alex Rosas, et al. vs. Jim McDonnell, et al. (Rosas Agreement) and the anticipated settlement agreement with the United States Department of Justice (DOJ) regarding improvements to mental health services and suicide prevention in the County jails (DOJ Agreement).

IT IS RECOMMENDED THAT THE BOARD:

1. Approve the attached Appropriation Adjustment in the amount of \$2,144,000 necessary to adjust the Sheriff's Department's Fiscal Year (FY) 2014-15 Final Adopted Budget to allow the Sheriff's Department to begin addressing necessary reforms within the County jail system (see Attachment I).

A Tradition of Service

2. Approve the attached Appropriation Adjustment in the amount of \$768,000 necessary to adjust DMH's FY 2014-15 Final Adopted Budget to allow DMH to improve service delivery by augmenting Jail Mental Health Program staffing (see Attachment II).
3. Approve an interim ordinance authority, pursuant to County Code Section 6.06.020, for 77 new full-time permanent positions in the Sheriff's Department and 33 new full-time permanent positions in DMH pending allocation by the Chief Executive Office (CEO), Classifications and Administration.

PURPOSE/JUSTIFICATION OF RECOMMENDED ACTION

On December 16, 2014, the Board approved the Rosas Agreement with the understanding that the mandated reforms in the County jails would create significant new costs related to increased staffing and training of Sheriff's Department personnel. The Rosas Agreement is the result of a lawsuit filed by the American Civil Liberties Union regarding the use of force in the County jails.

The staffing needs and associated funding request under this Board action will allow the Sheriff's Department to begin assigning staff to specific areas of responsibility geared toward meeting the mandated requirements stipulated under the Rosas Agreement. In addition to the Rosas Agreement, the County is in the process of negotiating the terms and conditions of the anticipated DOJ Agreement regarding improvements to mental health services and suicide prevention in the County jails. The mandates under the Rosas Agreement and the mandates arising from the anticipated DOJ Agreement are to take effect over the next 12 to 18 months, with the first phase of compliance expected to begin July 1, 2015.

On February 24, 2015, at the request of the CEO, the Board approved the transfer of \$8.1 million in funding from the PFU Budget to the Sheriff's Department's Custody Budget Unit to address the anticipated DOJ's settlement recommendations. Program areas identified in this Board action received funding under the Appropriation Adjustment approved on February 24, 2015. The Sheriff's Department previously advised the Board the Rosas Agreement and the anticipated DOJ Agreement were likely to be very fluid and would require the Sheriff's Department to regularly reassess its needs and, if necessary, return to the Board in an effort to address these needs.

Due to the length of time required for prospective employees to complete the hiring process, the Sheriff's Department and DMH have requested an interim ordinance authority to begin the process of hiring new full-time permanent employees in advance of FY 2015-16, and in advance of when the anticipated DOJ Agreement requirements

become effective. Given the nature of the work to be performed by the departments, and the unique working environment, prospective employees must complete a thorough and extensive background check, which typically far exceeds those performed by other County departments.

The following is a brief description of the various efforts that will be undertaken by the two departments in FY 2014-15, should this Board action be approved:

Sheriff's Department Grievance Tracking: 2.0 Positions - \$103,000
(1.0 Lieutenant; and 1.0 Sergeant)

The Sheriff's Department will establish a Grievance Tracking Unit responsible for collecting, reviewing, and working with information technology personnel in responding to inmate grievances. The Grievance Tracking Unit will assist in developing a formal system to identify potentially problematic Sheriff's Department members under the Early Warning System (EWS) requirement. The Grievance Tracking Unit's staff requested under this Board action will allow the Sheriff's Department to begin developing policies and procedures for the grievance system. This will offer a more seamless and expedited transition for the rest of the grievance team, as well as help ensure compliance by December 30, 2015.

Sheriff's Department Early Warning System: 5.0 Positions - \$0
(1.0 Senior Application Developer; 1.0 Senior Network Systems Administrator;
1.0 Principal Network Systems Administrator; 1.0 Senior Information Systems Analyst;
and 1.0 Network Systems Administrator II)

The Sheriff's Department will develop and maintain an electronic inmate grievance system, which will allow for the storage of information in the Sheriff's Department's Personnel Performance Index database, enabling the Sheriff's Department to identify potentially problematic Sheriff's Department personnel.

EWS staff requested under this Board action will ensure custody data systems are upgraded and maintained Department-wide. It is expected that the recruitment of staff for these items will involve a lengthy hiring process. Upon the hiring of the requested staff, the completion of the grievance and EWS will be expedited. The Sheriff's Department is not requesting budgetary funding authority for the professional staff requested under the EWS component, but is requesting interim ordinance hiring authority in an effort to hire prospective candidates.

Sheriff's Department Training Rosas Recommendation: 5.0 Positions - \$182,000
(1.0 Lieutenant; 1.0 Sergeant; 2.0 Deputy Sheriff, Bonus 1; and 1.0 Operations Assistant I)

Mandated training will be provided to all Sheriff's Department members assigned to the Sheriff's Department's Custody Operations. The staff requested under this Board action will develop critical incident training curriculum, attend instructor courses, complete other class preparations, and assist in the overall hiring efforts needed to ensure compliance with the mandates established under the Rosas Agreement.

Sheriff's Department Force Review Team for Rosas Compliance: 11.0 Positions - \$282,000
(6.0 Sergeants; 1.0 Operations Assistant III; 2.0 Operations Assistant II; and 2.0 Senior Typist Clerk)

The Force Review Team's staff is necessary to review and audit use of force cases and allegations of use of force cases. This staff responds to use of force incidents to assist and provide guidance in the initial investigation. The staff requested under this Board action are needed for the Rosas Agreement to address the existing backlog of investigations related to the use of force and allegations of force.

Sheriff's Department Hiring Recommendation for Rosas Compliance: 17.0 Positions - \$482,000
(1.0 Sergeant; 12.0 Deputy Sheriff Generalists; and 4.0 Intermediate Typist Clerks)

This is part of the strategic plan to hire 80 additional deputy sheriff trainees by July 1, 2015.

The staff requested under this Board action will allow the Sheriff's Department to begin preparations for the recruitment of 80 additional deputy sheriff trainees requested by July 1, 2015. The requested staff will begin conducting and completing prospective applicant backgrounds, verifying physical agility capabilities, and polygraph examinations.

DMH Inmate Reception Center: 4.0 Positions - \$45,000
(4.0 Psychiatric Social Worker II)

DMH will augment staffing in the Sheriff's Department's Inmate Reception Center, primarily during the evening and early morning shifts to ensure timely assessment of inmates with mental health needs identified during the intake screening process and proper documentation of the findings, including preliminary treatment plans and

discharge information. Emphasis will be on ensuring assessment within four hours for inmates with urgent or emergent mental health needs and within 24 hours (72 hours on weekends and holidays) for non-emergent needs, as required by the anticipated DOJ Agreement.

Sheriff's Department Compliance and Sustainability Bureau: 9.0 Positions - \$116,000
(Additions: 1.0 Captain; 2.0 Lieutenants; 1.0 Deputy Sheriff Generalist; 4.0 Custody Assistants; 2.0 Operations Assistant II; 2.0 Intermediate Typist Clerks.
Deletions: 1.0 Sergeant; and 2.0 Deputy Sheriff, Bonus 1)

The Sheriff's Department will create a bureau to oversee, monitor, assess, and identify any operational changes needed to improve the quality of mental health services provided to the inmate population, and to ensure full compliance with the requirements under the anticipated DOJ Agreement.

A task force is currently interacting and facilitating actions based on DOJ, County Counsel, and Sheriff's Department requirements. The staff requested under this Board action will continue vetting Sheriff's Department policies and procedures, and assist with the beginning phases of new policy and procedural implementation. Once implemented, this bureau will be capable of creating assessments, proof of practice reports, and developing Sheriff's Department guidelines, policies, and/or procedures to ensure the anticipated DOJ Agreement mandates are adhered to on an ongoing basis. Additionally, the bureau will interact with court appointed monitors and be able to produce written reports for the monitors, Board, and other interested stakeholders.

DMH Compliance and Population Management Team: 10.0 Positions - \$229,000
(1.0 Mental Health Clinical Supervisor; 9.0 Psychiatric Social Worker II)

DMH will establish a Compliance team to augment the DMH Quality Improvement, Critical Incident and Suicide Death Review processes in order to immediately prepare for monitoring compliance with the requirements of the anticipated DOJ Agreement, improve the quality of mental health services and strengthen suicide prevention efforts. In preparation for implementation of the anticipated DOJ Agreement, this team will create assessment tools and conduct Proof of Practice studies to ensure adherence to the DOJ mandates in collaboration with the Sheriff's Department's Compliance and Sustainability Bureau and Critical Incident Review Team. The team of clinicians will also have the capacity to be deployed to rapidly respond to continually changing acuity and level of care needs of inmates with mental illness.

Sheriff's Department Critical Incident Review Team: 6.0 Positions - \$120,000
(1.0 Sergeant; 2.0 Deputy Sheriff Generalist; 1.0 Operations Assistant II; 1.0 Statistical Analyst, Sheriff; and 1.0 Clinical Nursing Director I)

The Sheriff's Department will create a unit to compile and complete inmate death review files, and manage the review of attempted suicides and suicides pursuant to the requirements under the anticipated DOJ Agreement.

The staff requested under this Board action will apply the enhanced format of the review and documentation process of attempted suicide, suicides, and other types of inmate deaths, prior to the anticipated DOJ Agreement being finalized. This specialized unit's sole focus is to apply the enhanced version of process, reviews, and documentation.

Sheriff's Department Jail Mental Health Team: 10.0 Positions - \$382,000
(1.0 Lieutenant; and 9.0 Deputy Sheriff Generalist)

The Sheriff's Department will add additional custody staff to assist with escorting clinical staff, contacting and identifying persons with mental illness, conducting follow-up on those who have been recently declassified, or those who are receiving psychotropic medication and that are not in mental health housing.

The staff requested under this Board action are needed as a result of the increase in the Sheriff's Department's mental health inmate population. The Sheriff's Department does not currently have any Jail Mental Evaluation Team deputies at the Sheriff's Department's Century Regional Detention Facility (CRDF), and has limited personnel at Pitchess Detention Center (PDC). It is imperative that all facilities have staff available for follow-up when inmates are in disciplinary housing to ensure they do not begin to decompensate. Although inmates with a known mental illness are not currently housed at PDC, inmates often experience mental health crisis while in custody.

DMH High Observation and Step Down Mental Health Psychiatrists: 6.0 Positions - \$279,000
(6.0 Mental Health Psychiatrists)

These psychiatrists will provide medication evaluation and management for seriously ill and potentially suicidal inmates that require intensive care and observation, including risk precautions, as well as for inmates in the Step Down (Moderate Observation Housing) areas. Emphasis will be on reducing medication refusal; meeting with Custody and Medical staff regularly to ensure coordination and communication regarding inmate status and needs; and implementation of involuntary medication administration procedures where allowed by statute and regulation, all functions mandated by the anticipated DOJ Agreement.

Sheriff's Department Enhanced Supervision Lieutenants, Out-of-Cell Staffing:
6.0 Positions - \$336,000
(6.0 Lieutenants)

"Enhanced Supervision/Access to Care" lieutenants will ensure inmates are receiving yard/recreational time, medical/dental services, and mental health treatment on a daily basis. The six lieutenants will be deployed at the Sheriff's Department's Twin Towers Correctional Facility, Men's Central Jail, CRDF, and will also provide additional supervision and guidance to personnel while performing their duties. The lieutenants will monitor environmental conditions, ensure compliance with all aspects of jail operations, and conduct training and emergency response drills. It is expected this staffing adjustment will also assist with clearing the backlog of use of force incidents currently assigned to watch commanders, and provide additional supervision aimed at reducing force incidents.

The staff requested under this Board action have a nexus to the anticipated DOJ Agreement "out-of-cell" recommendations. These additional supervisors are needed to successfully comply with both the Rosas and anticipated DOJ Agreements. The Sheriff's Department has determined that moving forward with this request is imperative to exhibiting a good faith effort to addressing the needs of the inmate population, as well as being able to realistically comply with the forthcoming mandates once they are required of the Sheriff's Department.

Sheriff's Department Cleaning Crew: 6.0 Positions - \$141,000
(6.0 Custody Assistants)

The staff requested under this Board action is necessary due to the increase in high observation housing of the mentally ill. In order to provide a clean and safe environment within the aging infrastructures of the County's jail facilities, this staff will be responsible for providing supervision of the inmate cleaning crews. These inmates lack the capacity to maintain good personal hygiene and sanitary conditions in their cells. Cleaning crews are imperative to providing for the constitutional standards of cleanliness.

DMH Jail Linkage Release Center: 6.0 Positions - \$150,000
(1.0 Mental Health Psychiatrist; 5.0 Medical Case Worker II)

DMH will augment staffing for the Community Reentry Resource Center (CRRC) in order to make available to all inmates upon their release information about available mental health services and other community resources as required by the anticipated DOJ Agreement. This staff will also assist mental health clients/inmates pre- and

post-release with release plan development and implementation, connections to aftercare, and prescriptions for release medications for inmates that that were receiving psychotropic medications prior to their release from jail.

DMH Jail Linkage Program Expansion: 7.0 Positions - \$65,000
(3.0 Psychiatric Social Worker II, 2.0 Medical Case Worker II, 1.0 Senior Typist-Clerk, 1.0 Intermediate Typist-Clerk)

Additional DMH staff will strengthen and expand capacity to provide reentry services, including release planning needs assessment, plan development, linkage to community services and supports (mental health care, housing, benefits establishment, family/social support); prescriptions for release medications; and assistance with the implementation of release plans at the time of release. Immediate strengthening of the Jail Linkage program is necessitated by the DOJ mandated requirement for release planning for all inmates with mental illness who are incarcerated for more than seven days.

Implementation of Strategic Plan Goals

The recommended actions support the County's Strategic Plan, Goal 1, Operational Effectiveness/Fiscal Sustainability, by providing the training, supervision, and risk management oversight necessary to establish and maintain a safe custody environment, while also mitigating potential departmental liability.

FISCAL IMPACT/FINANCING

Approval of the two Appropriation Adjustments in the amount of \$2,144,000 and \$768,000 will decrease PFU and increase the Sheriff's Department's and DMH's FY 2014-15 Final Adopted Budget as follows:

- Sheriff's Department Custody Budget – Salaries and Employee Benefits \$1,662,000
- Sheriff's Department Administration Budget – Salaries and Employees Benefits \$482,000
- DMH – Salaries and Employee Benefits \$677,000
- DMH – Services and Supplies \$91,000

Future years' funding for the above programs, as well as funding for additional plans by the Sheriff's Department and DMH to address various mandates that will not begin until FY 2015-16, will be incorporated into the Sheriff's Department and DMH operating budgets through the annual budget process, subject to Board approval of the anticipated DOJ Agreement.

FACTS AND PROVISIONS/LEGAL REQUIREMENTS

Per Government Code Section 29125, when an increase in an appropriation is to be financed by a decrease in an appropriation in a different budget unit, the adjustment must be formally approved by the Board.

IMPACT ON CURRENT SERVICES (OR PROJECTS)

Adoption of the Sheriff's Department's recommendations will allow the Board to provide the Sheriff's Department with sufficient appropriation to implement/complete Board-approved programs and/or projects.

Adoption of DMH's recommendations will allow the Board to provide DMH with sufficient appropriation to implement and strengthen programs essential to compliance with the anticipated DOJ Agreement with the first phase of mandated compliance expected July 1, 2015.

CONCLUSION

Upon Board approval, it is requested that the Executive Officer-Clerk of the Board return one originally executed copy of the Board letter to the Sheriff's Department's Administrative and Training Division and one to DMH Contracts Development and Administration Division.

Sincerely,


JIM McDONNELL
SHERIFF


MARVIN J. SOUTHARD, D.S.W.
DIRECTOR OF MENTAL HEALTH

PINK

BA FORM 03/13

BOARD OF
SUPERVISORS
OFFICIAL COPY

COUNTY OF LOS ANGELES

REQUEST FOR APPROPRIATION ADJUSTMENT

DEPT'S. 770
NO.

DEPARTMENT OF SHERIFF

April 2, 2015

AUDITOR-CONTROLLER:

THE FOLLOWING APPROPRIATION ADJUSTMENT IS DEEMED NECESSARY BY THIS DEPARTMENT. PLEASE CONFIRM THE ACCOUNTING ENTRIES AND AVAILABLE BALANCES AND FORWARD TO THE CHIEF EXECUTIVE OFFICER FOR HIS RECOMMENDATION OR ACTION.

ADJUSTMENT REQUESTED AND REASONS THEREFOR

FY 2014-15

3 - VOTES

SOURCESUSES

PFU - VARIOUS
A01-CB-2000-13749-13760
Services & Supplies
DECREASE APPROPRIATION

\$2,144,000

SHERIFF - CUSTODY
A01-SH-1000-15681-15685
Salaries & Employee Benefits
INCREASE APPROPRIATION

\$1,662,000

SHERIFF - ADMINISTRATION
A01-SH-1000-15681-15684
Salaries & Employee Benefits
INCREASE APPROPRIATION

\$482,000

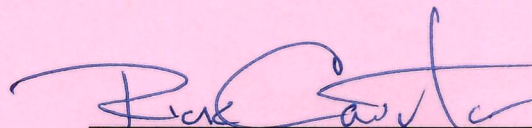
SOURCES TOTAL: \$ 2,144,000

USES TOTAL: \$ 2,144,000

JUSTIFICATION

Appropriation adjustment to transfer funds from PFU to the Sheriff's Department Budget to address necessary reforms in the Department's jail system. The additional funding will offset costs incurred to support the continued creation of the Custody Compliance and Sustainability Unit, expansion of Jail Mental Evaluation Teams, and increasing out-of-cell time for inmates, amongst other costs to address DOJ and Rosas settlement agreement recommendations.

ADOPTED
BOARD OF SUPERVISORS
COUNTY OF LOS ANGELES



AUTHORIZED SIGNATURE Rick Cavataio, Director, Financial Programs

BOARD OF SUPERVISOR'S APPROVAL (AS REQUESTED/REVISED)

38

APR 28 2015


PATRICK QUINN
ACTING EXECUTIVE OFFICER


REFERRED TO THE CHIEF
EXECUTIVE OFFICER FOR ---☐ ACTION☒ RECOMMENDATION

AUDITOR-CONTROLLER

BY

B.A. NO.

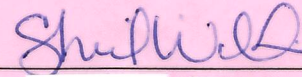
187


April 2 20 15

☒ APPROVED AS REQUESTED☐ APPROVED AS REVISED

CHIEF EXECUTIVE OFFICER

BY


April 2 20 15

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BOARD OF
SUPERVISORS
OFFICIAL COPY

COUNTY OF LOS ANGELES

REQUEST FOR APPROPRIATION ADJUSTMENT

DEPT'S. NO. 435

DEPARTMENT OF MENTAL HEALTH

April 22, 2015

AUDITOR-CONTROLLER:

THE FOLLOWING APPROPRIATION ADJUSTMENT IS DEEMED NECESSARY BY THIS DEPARTMENT. PLEASE CONFIRM THE ACCOUNTING ENTRIES AND AVAILABLE BALANCES AND FORWARD TO THE CHIEF EXECUTIVE OFFICER FOR HIS RECOMMENDATION OR ACTION.

ADJUSTMENT REQUESTED AND REASONS THEREFOR

FY 2014-15

3 - VOTES

SOURCES

PFU-Various
A01-CB-2000-13749-13760
Services & Supplies
Decrease Appropriation \$768,000

SOURCES TOTAL: \$ 768,000

USES

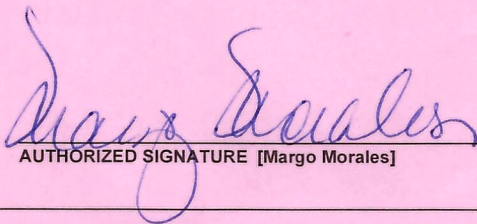
Mental Health
A01-MH-1000-20500
Salaries & Employee Benefits
Increase Appropriation \$677,000

Mental Health
A01-MH-2000-20500
Services & Supplies
Increase Appropriation \$ 91,000

USES TOTAL: \$ 768,000

JUSTIFICATION

This appropriation adjustment is requested to transfer funds from PFU to DMH, to begin implementing the Department's plans to address necessary jail mental health reforms in Fiscal Year 2014-15. The additional funding will support the hiring of staff for regulatory compliance, linkage of inmates to services, and for high-observation and step-down housing in the jails.


AUTHORIZED SIGNATURE [Margo Morales]

BOARD OF SUPERVISOR'S APPROVAL (AS REQUESTED/REVISED)


REFERRED TO THE CHIEF
EXECUTIVE OFFICER FOR ---☐ ACTION☒ RECOMMENDATION

AUDITOR-CONTROLLER

BY

B.A. NO.

196


April 22 20 15☒ APPROVED AS REQUESTED☐ APPROVED AS REVISED

CHIEF EXECUTIVE OFFICER

BY



APRIL 21

20 15